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ScienceDirect

Procedia - Social and Behavioral Sciences 153 (2014) 574 – 584

Procedia
Social and Behavioral Sciences

AcE-Bs 2014 Sabah ASEAN Conference on Environment-Behaviour Studies The
Pacific Sutera Hotel, Sutera Harbour, Kota Kinabalu, Sabah, Malaysia, 04-05 January
2013 "Quality of Life in the Built and Natural Environment"

An Analysis of Local Plan for Development Control at Local Planning Level in the State of Selangor

Suhaini Mohamed Yusoff*, Fatimah Yusof, Ahmad Fuzi Arshad

Faculty of Architecture Planning and Surveying, Universiti Teknologi MARA (UiTM), Shah Alam, Selangor, 40450 Malaysia

Abstract

This paper covers three main aspects such as local plan, development control and local authority in Selangor. The aim of this research is to evaluate local plan as an instrument for controlling the development of land and building in local authority area and make recommendations on improvement in local planning system. The objectives for this study are to review the theory and concept local plan as an instrument for controlling development, analyses the form, content and process of the local plan preparation to assessing development in the local area. For research design, this study will use the mixed-method by the combination of qualitative and quantitative.

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Peer-review under responsibility of the Association of Malaysian Environment-Behavior Researchers, AMER (ABRA malaysia).

Keywords: Local plan; development control; local authority

1. Introduction

According to Gary Hack et al. (2009), planning and development issues today are complex and frequently overlapped with other policies. The local plan must recognize the wider policy context and set out a strategic spatial framework a clear view ahead in development terms for the area the local plan covers. This spatial framework, while acknowledging wider social, economic and environmental trends, needs to focus on the “big picture” planning issues, possibilities and considerations that will underpin on how the development process in that area is to be structured in order to achieve the plan’s objectives for the wider community. As noted (Government, 2012), local plan is a physical planning document that

* Corresponding author. Tel.: 016-6664802
E-mail address: suhainiyusoff@gmail.com

translates the policy and strategic planning of the structure plan in the form of detail land use proposal map for the Local Planning Authority. It is prepared by the Local Planning Authority approved by the State Planning Committee and agreed by State Authority. Most of the definitions clearly emphasized the local plan also acts as a guide in making decisions on planning permission. To ensure that the rationale for decisions made and accepted, it also should be considered and examined as soon as possible. It is supported by Local Planning Manual (2009) and The Development Plan (2002).

Refer to the definitions of the local plan (Dola, 1990) agreed that, there are some functions of the local plan that provide development direction for the area. The state structure plan is less emphasized compared to the local plan which is used in managing the city. This is because the structure plan is more comprehensive and not only focus on one specific area only. Unlike the local plan which is more specific whereby area that can be developed and cannot be developed has been determined through the colored lot area on the plan. For example, the use of map info software is able to shows information contained in the plan accompanied with activities carried out on the land, type of land use, land size and others. This new study also was recommended by previous researchers (Obabori, Obiwevbi, & Olomu, 2007) that development plan or local plan is acting fairly as well as giving rights to the public.

This paper traces that analysis local plan for development control at local planning level in State of Selangor where the public can make objections towards the local plan that will be implemented. The objections can be made before the local plan was gazette by the Local Authority (W. Arthur Lewis, 2003). The public is also entitled to give opinion, views and make decisions on the local plan. This is because, the public are the people who live in the area and they are more aware about the area. For example, local agenda 21 also stipulates that public opposition can be implemented in the local plan. In addition, urban management in term of development refers to the approving authority for development and no development approved under the authority of the Local Authority.

2. Literature review

This paper also examined the local plan also refers to one of the instruments used in decision making. Town and Country Planning Act 1968 have also proven local plan system which is in a new form, content and procedure. It reflects the advance in planning techniques which have taken place over the last twenty years and the growing complexity and urgency of the planning problem. (Janssen-Jansen & Woltjer, 2010) Says that it is the local authority plays an important role in producing local plan and, it is supported by public participation in the urban area. The context of the local plan has widened in two importance since the original system was laid down twenty years ago. First, context local plan must be prepared and examined in the light of national and regional planning policies. Local planning authorities provide new sources, information and guidance on some of the matters which are fundamental to produce the plan. Second, the local plan will be concerned not only with the use of land, but also many other matters which are vital to the proper planning of an area by Edward James Blakely (2009). The definition action plan and special area plan are different.

“Local plan is a physical planning document that translates the policy and strategic planning of the structure plan in the form of detail land use proposal map for the Local Planning Authority. It is prepared by the Local Planning Authority approved by the State Planning Committee and agreed by State Authority”.

Source: Manual Local Planning (2009)

“Local plan is a map and a written document and shall formulate detailed as containing such details as deemed appropriate by the local planning authority, on its proposal for the development which is use of land, environmental protection and improvement of physical and others”.

Source: Gary Hack (2009)

As a matter of fact, local plan is one of the main aspect development planning and, this is one document that has a policy for the development project and determines the pattern of land use for urban area in terms of land and building (Omar, Ling, & Leh, 1990). Most of the researchers agreed the local plan it also acts as a guide in making decisions on planning permission by Che' Musa Che Omar et.al (2010). In many previous researchers also give the impression of being local plan influence the development control in term of land and building in local authority area and assist the local authority in decision making process for development Foziah Johar, (2003) and (Obabori et al., 2007).

3. Purpose of the local plan

Gary Hack (2009) had recommended the 1968 Act requires each planning authority to produce a structure plan and, local plan which jointly will constitute the local plan will comprise only the structure plan since the approval of it is required before the local plans, but its scope will grow as local plans are adopted. This study proves that, purpose of the local plan is to present the policies, proposal designed to achieve the stated planning aims for the area and application development of the structure plan strategy. W. Arthur Lewis (2003) pointed out, local plan shall include a map and a written question and shall formulate detailed as containing such details as deemed appropriate by the local planning authority, on its proposal for the development which is use of land, environmental protection and improvement of physical and others. In addition, there are some functions of this local plan is to translate, detailed structure plan and refining development control policy as a guideline for development control purposes. Edward James Blakely (2009) share the same view base on the function or purpose local plan can to coordinating development and also bringing local and detailed planning issues before the public. Local authority should be identifying priority areas of action in specific areas and as the basis for local authorities, government agencies in the development of the area. The aims of the plan should be designed to satisfy social and economics aspirations as far as possible, through the creation of an efficient physical structure and a good environment Gary Hack (2009). The local plan is essential to the working of the planning system, and the quality of the plan is an important factor in determining the success or failure of development. In many previous researchers have proved that, local plan concerns the relationship between the citizen and land-use in the urban area. According to the Town and Country Planning Act 172 (1976), plan puts forward a vision for the future development. Local plan will also affect many interests. These include local authority, planning organization, statutory undertakers, private and also stakeholder. The need is to prepare plans which take into account and as far as possible to satisfy their requirements. Refer table 2.1.

Table 2.1. Form and content of local plan

Form and Content of Local Plan	Detailing about the Content
Map, Diagrams and Illustrations	<p>Showing land use implications of the policies and proposal</p> <p>Draw on a map base reproduced from or based on the ordinance survey map</p> <p>Must is prepared the scale</p> <p>Insert map should be larger scale and be able to zoom at any part of an area</p> <p>Proposed facility and its distribution: show the number of facilities projections according to population capacity</p> <p>Proposed change of land use</p> <p>Proposed area within which specific development control policies to operate: development policies and guidelines</p> <p>Proposed phasing and date of development</p> <p>Proposed agency, authority, sector responsible for the development proposal</p>
Proposal Map	<p>Improvement areas/zones : concerned with the improvement of existing conditions/situations</p> <p>Major proposal for development areas/zones : for the purpose of zoning the committed development</p> <p>Potential for development areas/zones : vacant land that available and in high potential</p> <p>Special areas/zones : areas with a special/homogeneous type of land use</p>
Written Statement	<p>The essential part as presents background and decisions contains</p> <p>Include reasoned justifications of the proposals formulated</p> <p>Must is conformed to the structure plan</p> <p>Related to such as matters: population, employment, housing, industry and commerce, transportation, shopping, education, social and community services and any other relevant matters</p> <p>A summary and a reference to the sections of the structure plan</p> <p>Present conditions, problem and prospect of the area</p> <p>Policies and proposal of the local plan</p> <p>Relationship of the plan to other local plan</p> <p>Phasing of related proposals</p> <p>Implementation of plan</p>

Sources: Local Planning Manual Second Edition (2010)

3.1. Preparation and process of the local plan in State of Selangor in term of Act 172(1976)

As recommended by previous researcher, Act 172 1976 was established in order to structure a better form of the planning system where it s mainly deal with social-economics and enhanced human interaction. Some of important features of TCP Act 1976 include the introduction of two-tier development plan such as local plan is a system of development control for urban area. Through the effective institutional process, roles and functions of Act 172 bring the excellent guideline for development. Thus, the sustainable approach can be fully implemented and successfully. According to Town Planning Act 172 (1956), under the section 12(2) local authority has to prepare the draft local plan for the overall area. Process and preparation according to the Act 172 include some level to produce the local plan. In a field

study carried out amongst the local plan for controlling development in State of Selangor found that some methodology adopted in the local plan preparation includes the preliminary study and data collection. As mentioned Edward James Blakely (2009) local plan involves the collection of data from the survey and secondary sources from any document, report, book, journal and others. The data collections also cover the study and analysis on structure plan policies or strategy that related to the local plan.

Edward James Blakely (2009) agreed that preparation of the local plan also touch about the analysis and projection. Projection it very important to determined the future development and how urban area look like. Nevertheless, analysis of existing sectoral activities and projection analysis is a part in preparation local plan. After the analysis and projection, draft local plan also view and identify the key issues and problem according the area. The local authority identification of local planning issues, problems, potential and come out with development strategies and also draft zoning area which is alternatives strategies formulated and land use plan in term of current and future is prepared by the local authority. Besides, the detail about the process and preparation of the local plan had shown in the figure 2.2 and 2.3

Table 2.2. Hierarchy development plan in State of Selangor

National Physical Plan	<ul style="list-style-type: none"> • Written statement that summary all the policy and strategy to determine the development of country • Consult with State Planning Authority • Agree by MPFN • Prepared by JPBD Chairman
State Structure Plan	<ul style="list-style-type: none"> • Policy, proposal and use of land • Agree with State Planning Authority • Prepared by the chairman of JPBD State
Local Plan	<ul style="list-style-type: none"> • Detail of content the proposal map and written statement • Policy base on the State Structure Plan • Agree by State Planning Authority • Prepared by Local Authority / State Local Authority
Special Area Plan	<ul style="list-style-type: none"> • The detail of planning in the local area plan for enforcement • Agree by State Planning Authority • Agree by State Planning Authority for enforcement • Prepared by Local Authority / State Local Authority

Source: Manual Local Planning (2009)

In a field study carried out amongst the analysis of the local plan for controlling development found that local plan is an instrument or mechanism to assist the development especially in State of Selangor because, this instrument give the guide and direction that clearly for the future development and the content of written statement and policy fulfil the criteria of comprehensive planning. On the other hand, function of the local plan itself shown the detail content about the development, so that local authority

easy to guide the urban area. However, in the latest studied done by Foziah Johar (2007) local plan take ten until fifty years as one document to guide the development, but local plan can be a review after the five years base on the requirement from the local authority.

Table 2.3. Preparation local plan accordance Act 172 (1976)

Field	Section	Provision
Preparation Content Local Plan	Subsection 12(1)	Local authority should be prepare the local plan if is a benefit to the urban area. Local plan can be prepare by the local planning authority while draft local plan prepared or before draft structure plan agreed by state authorities.
	Subsection 12(2)	State Planning Authority have to prepare the draft local plan immediately for the area after the structure plan has been implemented
	Subsection 12(6)	State Planning Authority need to prepare the draft local plan when their receive instruction from JPN
	Subsection 16A(1)	JPN can be direct JPBD to providing local plan if PBPT failed to do
	Subsection 16(1)	PBPT entitled to modify, delete revoked local plan and replace with another local plan
	Subsection 12(3)	Draft local plan must be providing with diagrams and written statement
	Subsection 12(4)	Draft local plan must be support with diagrams and diagram that providing in draft local plan have to explain the detailed about the development
	Early Publicity	Section 12A Before draft local plan, state planning authority should make publicity about the content of draft local plan
	Publicity Draft Local Plan	Subsection 13(1) Local planning authority should be prepare copy of draft local plan for assessment
		Subsection 13(2) PBPT is required to publish notice DRT has been available for public inspection in three issues, at least two (2) one local newspaper in the national language. Assessment period not less than four (4) weeks
Publicity and gazette	Local investigation or hearing on the objection	Subsection 14(1) A committee may be appointed by the JPN base on direction PBPT to consider the objections presented
	Gazette Draft Local Plan	Subsection 15(1) After the amendments taking into account any objections LPA is required to submit a modified DRT to the SPC for approval
		Subsection 15(1A) SPC may approve the whole, or without any amendment, or reject the DRT
		Subsection 15(1C) JPN should be presenting the DRT approved for agreement and enforcement
		Subsection 15(4) JPN must publish the fact of PBN agreement on DRT in the State Gazette, at least two local newspapers, one of the national language

Source: Manual Local Planning (2009)

4. Methodology

4.1. Research design

This section is designed to show that the study an analysis of the local plan in development control system at the local level in State of Selangor used the mixed-method by the combination of qualitative and quantitative data as being used (Teddlie & Yu, 2007). Quantitative data in this study will be collected

by using the structured questionnaire to identify the empirical data on local authority and consultants. Structure questionnaire will be formulated base on the ranking or scale one until five to shown the good result. The pilot survey will conducted to test the complete draft questionnaire before applying to the chosen respondents. Besides, for this research also use the qualitative to describe certain types of information. Conversely, qualitative approach is deals with descriptions, not measured or calculation by Amir Marvasti (2004). The qualitative research is all about comprises methodologies more often preferred by interpretive and critical measurement. Therefore, more often associated with the use of techniques such as observational research, focus groups and in-depth interviews W. Lawrence Neuman (2003).

Sulaiman Shamsuri Ed.D (2004) noted that, selection of technique qualitative research is based on the how will gets the data from the study. Amir Marvasti (2004) agreed, this study chooses the techniques qualitative research because qualitative data are most often collecting in the form of a structure expected opinion survey. So, this technique can measure the level of satisfaction stakeholder (NGO and Private) and evaluations the local plan for development control system in State of Selangor.

4.2. Data collection and research sample

- **Primary data**

Through this study, information obtained according to primary data using the survey research method. The method of data collection mode is a personal interview that consist to in-depth interview and semi-structure interview Zamalia Mahmud (2011). Primary data covered the process and implementation local plan in development control system at local planning level in State of Selangor. Data collections also include the process preparation of the local plan. Basically, primary data also include the sample that related for this study. For the sample, it also refers to the types of survey which is judgmental sampling and expert opinion survey by <http://explorable.com/judgmental-sampling>. As a mentioned earlier, judgmental sampling also known as purposive sampling because researcher selects units to be sampled based on their knowledge, professional judgment, expert or experienced sample based on some appropriate characteristic.

Purposive sampling also refers to the user of the local plan, while for the expert opinion survey is professional personal by <http://dissertation.laerd.com/purposive-sampling.php>. Professional personal from the local authority area in State of Selangor was selected according to the scope of work involved in the development. This sampling is used in cases where the specialty of local authority in Selangor can be select to a representative sample to get the accurate results. For the sample expert opinion survey of this research base on the three levels of local authority in Selangor which are Petaling Jaya City Council Subang Jaya Municipality Council, and Kuala Selangor District Council. Selections of three samples for this study base on the same policy that local authority in Selangor used to control the development and under the one administration in Selangor. Zamalia Mahmud (2011) and Sulaiman Shamsuri Ed.D (2004) share the same view in preparation of research design or sample forms in this study is to target the professional personal group for interview. From the selection of sample personal professional such as Town Planner, assistant town planner and others, we can see how the administrator evaluate the form, process and content local plan to control the development to achieve the level of effectiveness the local plan.

Therefore, the perception and opinions from the professional group can be evaluate and adopt in term of development in local authority area Uma Sekaran & Roger Bougie (2011). According from the professional personal, the designs sample also chooses developer and consultants. The consultants and developer interview also give more input, because they know what going on and exactly situation

development look like in the urban area. This side it's very important, and as a community on that area, they know everything whether the local authority is good or worse.

- Secondary data

As mentioned earlier by W. Lawrence Neuman (2003), secondary data for this research is direct and uses the external sources. For the external sources, it classified by categories and database format. Thus, for categories is divided by local government documents such as local plan in State of Selangor, the article, book, journal, University publications, dissertations and database format consist of the article and government grant Uma Sekaran & Roger Bougie (2011). Mostly many data and information can get from the local authority area itself and the development plan. Besides, secondary also touches about the law and regulations which are statutory and non-statutory such as local government Act 172). The main purpose of physical plan to determine the management and how local authority manage the urban base on local plan. Besides, strategic plan also can be referred to know the system organisation and structure in local authority.

5. Limitation of study

In undertaking this research, there are some limitations of study which is focuses on the local plan only. In between, local plan also relate to the National Physical Plan and State Structure Plan. If the local plan have problem, it also reflect to the structure plan and national physical, because the detailing of local plan base on the development plan. The weakness of National Physical Plan and State Structure Plan in order to provide the policy, guidelines, strategic development and others will be caused the weakness for local plan in term of interpret the detailing policy or some information related to the development control in land and building. As a result, local plan that has been produced does not efficient to control the development in local authorities' area. On the other words, limitation of study more focused on purpose and functions of local plan base on Act 172. State in Selangor just use the Act 172 in preparation of local plan, it different with another state in Malaysia. State in West in Malaysia use the different of Act in term of process preparing local plan such as Act 267 (Federal Territory Malaysia), Sabah 141 (Town and Country Planning Ordinance Cap). The words of purpose and functions itself is refer to the local plan only and justification more about the aim of local plan as a tool for development control. In addition, limitation study does not focused in term of relationship between the three hierarchy development plan in Malaysia and how it relate to each other's in local planning. Previously, hierarchy of development plan has three levels which are National Physical Plan and State Structure Plan and local plan, for this research development plan refer to the local plan and study focused on the local plan applied horizontally not the vertical. The important things that, local plan can assist decision making in development control and planning approval process.

6. Analysis and findings

In this study, the technique for data analysis that will be used is content analysis. Briefly, content analysis looking for the local plan itself in term of structure of content, form and process. Content analysis is a research technique for making inference, purpose, and validity of this data depends on the contexts analysis (Hsieh & Shannon, 2005). This new study also was recommended by previous researcher B Devi Prasad (2008) that describes the detail about the content analysis is defined as a method of observation in the case that instead of asking people to respond to questions, it "takes the communications that people have produced and asks questions of communications". However, content analysis is a technique for the objective, systematic and quantitative. Berelson Bernard (1971) and Uma Sekaran & Roger Bougie (2011) share the same view that texts can be defined broadly as books, books

chapter, essays, interviews, discussions, newspaper headlines, speeches, conversation, article and others to conduct the content analysis. This analysis also depends on information from secondary data that has been collected such local planning from the three levels of local authority in Selangor. B Devi Prasad (2008) says that content analysis conforms to three basic principles of the scientific method such as objectivity, the systematic and generalizability. As mentioned earlier, objectivity means that the analysis is pursued on the basis of explicit rules, which enable different researchers to obtain the same results from the same document or messages. As noted in the previous point, systematic is inclusion or exclusion of content is done according to some consistently applied rules whereby the possibility of including only materials which support the researcher's ideas.

For the generalizability, it focuses the results obtained by the researcher can be applied to other similar situation. Texts can be defined broadly as books, book chapters, interviews, discussions, newspaper headlines and articles, speeches, conversations, advertising, informal conversation and others. Therefore, content analysis base on the expected survey opinion that had been done. Thus, content analysis describes and explains the information in detail from the expected opinion survey (Uma Sekaran, Roger Bougie 2011). Berelson Bernard (1971) explained the types of content analysis such as conceptual analysis and relational analysis. Here, the previous researchers state the types of conceptual analysis can be thought of as establishing the existence and frequency of concepts in a text. Besides, relational analysis builds on conceptual analysis by examining the relationships among concepts in a text. Basically, the analysis stage will be a focus on a certain aspect that relates with this study. First, the analysis focuses on the local plan in decision making process to assist the local authority develop the area. This stage also focuses on the act that will be studied and analysis the Local Town Country Planning Act (Act 172) which shows the role and function of the local plan to control the development. However, descriptive analysis will be used because it can explore the local plan to control the development. Furthermore, the samples from the survey to see the different views or perspective about the local plan. Another analysis is a professional personal will be including in the study base on the interview conducted with local authority such as Petaling Jaya City Council, Subang Jaya Municipal Council and Kuala Langat District Council (Uma Sekaran, Roger Bougie 2011). Regarding to the previous chapter, professional perception will be focused on the interviewing from management aspect related to the officer such as technical department, local authority, consultants, and others. This analysis also will be touched on local plan in development control system at local planning in State in Selangor. Local authority made decision making base on the local plan. According to analysis, the finding for this study can be determined which will be used as referring to evaluate local plan in development control system at local planning level in State of Selangor (Uma Sekaran, Roger Bougie 2011).

7. Discussion

This paper covers an overview of a methodology framework an analysis local plan for development control system in local planning level in State of Selangor. The result shows that, local plan in State of Selangor more focused on the special area plan. Directly, local authority in charge to produce the local plan, now town and country planning that produce the local plan because the local authority does not responsible to produce the local plan. Local authority failed to produce the good local plan in managing the development. That's why certain development in Malaysia does not follow the local plan, because the application of the local plan itself cannot assist the development. Besides, type of local plan does not help in guidance planning approval or development control by Rationalizing Local Planning System (2008). As a matter of fact, district plan cover an area such as transportation, population, housing, environment and more to redevelopment area. In that case, which one more comprehensive local plan between the special area local plan and action plan to control the development Richard A. Chapman, Michael Hun

(2010). Now, in Malaysia action plan cannot produce the action plan. Besides, diagram or map in the local plan not clear and very confusing because the form also not systematic. Diagram in the local plan does not clarify the exactly information. Base on the Act 172, diagram of the local plan have to describe and explain in detail about the proposal in the local plan, what happened now, plan or diagram in the local plan does not show the detailing of development in term of relationship or interactions between the area and comprehensible boundary Randall G. Arendt (2009). According to the Act 172 should be producing any plans which are zoning plan, land use plan, circulation plan, density plan and others, but what happened now is the local authority produce map not plan.

8. Conclusion and recommendations

After the analysis and finding, the next is recommendation will be based on analysis local plan for development control system in local planning level in State of Selangor. Thus, there are recommendations have been developed and described in detail in Chapter 5 which is related to the local plan. Besides, the recommendation is effectiveness local plan to more flexible and understanding, simple and efficient for local authority and stakeholder. Therefore, role and functions local plan, process preparation local plan and decision making for development control. Local plan should be presented to everyone, and the local authority is responsible for development in the area.

Acknowledgements

Researchers would like to special thank to three local authorities in State of Selangor which are Shah Alam City Council, Kajang Municipal Council and Kuala Langat District Council for their support in this study.

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- A Theoretical Study On Malaysia Development Planning Mechanism And Its Institutional Process Zakiah Ponrahono *, Che ' Musa Che Omar , Ahmad Makmom Abdullah and Azizi Muda ABSTRACT This article is discussed on the theoretical study of Malaysia development. (1976), (172).
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